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CENTRAL SAANICH, OAK BAY, SAANICH AND VICTORIA

POLICE FORCE INTEGRATION PLANNING COMMITTEE

Final Report - November 30, 2003

TRANSMITAL LETTER

November 28, 2003

To the Honourable Rich Coleman
Solicitor General and Minister of Public Safety
The Province of British Columbia

We have the honor of submitting the committee report on integration of specialized police and law enforcement services in Central Saanich, Oak Bay, Saanich and Victoria police departments.

This is as set out in the Central Saanich, Oak Bay, Saanich and Victoria Police Force Integration Planning Order #0767, enacted on July 24, 2003 by the B.C. Provincial Government.

Signed:

Kevin Begg, Chair

Chief Constable Ben Andersen

Chief Constable Paul Battershill

Don Bland

Ronald Coull

Chief Constable Derek Egan

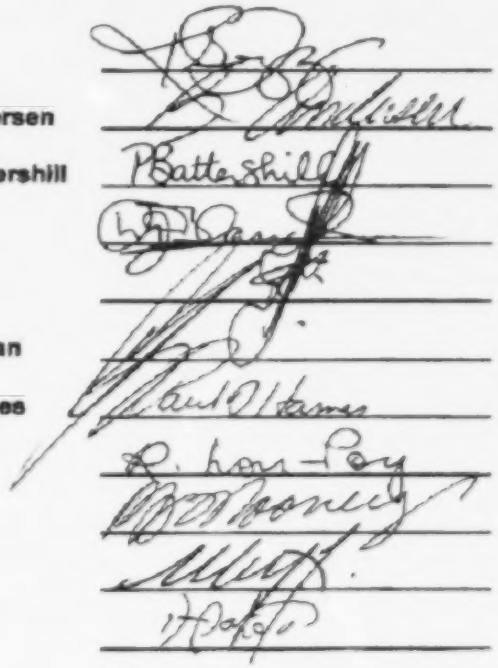
Chief Constable Paul Hames

Ronald Lou-Poy

Reginald F. Mooney

Mike Nedzelski

Dillon Sahota



The report reflects a compilation of views and deliberations of the committee. By affixing their signatures above the committee members are not necessarily endorsing every aspect of the report.

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Introduction

The Solicitor General's vision of policing in British Columbia is to provide a seamless, effective and efficient police service to all British Columbians that is operationally and financially accountable, and capable of responding to rapid changes in the policing environment. The challenge is to ensure that police forces in British Columbia can meet the demand for policing now and in the future, and at the same time stay within their fiscal parameters.

Effective policing in British Columbia is hampered by a police structure that has not changed for more than 50 years. The current structure consists of independent municipal departments and RCMP forces that have traditionally operated as "stand alone" agencies with limited sharing of information, resources and services. As a consequence, there is substantial duplication and overlapping of police services throughout the province.

A wide range of local and global factors is also impacting the way police services are delivered in the province. These include changing demographics, globalization of communities and economies, advances in technology, new types of illegal activity such as cyber-crime, increased community expectations, and the growing multi-jurisdictional and violent nature of crime and criminals.

Integrated and consolidated police service delivery models increase the communication and cooperation between police departments and specialized teams. Moreover, the integration of specialized police services ensures that all communities have access to a level of police expertise that may now be serving only one agency.

The Solicitor General supports centralizing those services that are highly technical, capital intensive and specialized while, at the same time, decentralizing those functions that provide service directly to the public. The integration and consolidation of specialized policing functions will achieve operational efficiencies. In turn, these efficiencies can be re-directed to frontline police officers to interact with the community in order to better address local concerns.

To explore how integration could be implemented to benefit the delivery of police services to the five municipalities served by the four independent police forces in the Capital Regional District, the Minister of Public Safety and Solicitor General created an integration planning committee. This committee was formally established on July 24, 2003 by The Central Saanich, Oak Bay, Saanich and Victoria Police Force Integration Planning Order.

(Order in Council #0767 is attached as Appendix A).

Background

In the fall of 2000, the mayors and police chiefs of the five Greater Victoria municipalities with independent police forces acknowledged the need to review services and began the process of integrating the delivery of specialized police services.

The mayors of the five municipalities requested the ministry's assistance to determine whether efficiencies and improvements could be achieved by integrating specialized police services across the region.

As a result, in December 2000, all municipal and police stakeholders agreed to terms of reference and steering and working committees were established to examine the integration of all police services with the exception of patrol. Charters of Governance were established for the coordination and payment of the Canine, Crowd Management, Dive Team units, and a Critical Incident Negotiating team. However, there was no substantive progress on integration of other specialized police units.

In July 2003, B.C.'s Solicitor General announced the formation of the police integration committee composed of police chiefs and union presidents from the four municipal police departments in the Capital Regional District (CRD) and two members from the community. This committee was established through an Order in Council to develop a detailed model, implementation plan and recommendations for integration of specialized police services.

The government-appointed committee was given a deadline of November 30, 2003 to present an implementation plan and recommendations.

Committee Overview

The committee was requested to complete its report within a relatively short timeframe of 18 weeks. During that time, 11 committee meetings were held.

At the committee's first meeting, August 11, 2003, members endorsed a mandate, which included the following:

Guiding Principles

- To integrate specialized policing and law enforcement services in a manner that improves services, and results in cost-effective and efficient use of police resources in all communities.
- To conduct committee work in a manner that is open and transparent, providing ongoing information to staff, public and stakeholders
- To develop a detailed integration model that will provide professional response, crime prevention and investigation.
- To maintain an awareness of the importance of community policing and school liaison programs to all police departments, and to the people they serve.

At the second meeting September 4, 2003, Chair Kevin Begg introduced Mohamed Doma of Canadian Professional Management Services Inc. Mr. Doma was asked to attend the meetings as a facilitator to assist in the development of models for integrating police services.

During these first two meetings, the committee members discussed whether amalgamation (merging all police departments into a single police force) was an option that should be considered by the committee. Some members stated that amalgamation was not within the committee's mandate since government's Order in Council only referenced "integration of specialized services". Other members felt that amalgamation was a version of integration and should therefore be considered as an option. In the end, since consensus on "full" amalgamation would be difficult to attain, and since the OIC did not specifically reference amalgamation, the committee limited its deliberations to integration of specialized police services.

The facilitator concluded the second meeting by requesting individual meetings with each committee member. At the subsequent meeting on September 10, 2003, the facilitator explained that during these meetings each committee member had expressed their willingness to consider the concepts of a common collective agreement and a regional or shared service delivery model. The four Chief Constables and four union presidents agreed to present a document describing these two concepts to their respective boards and union membership to attain their endorsement (document is attached as Appendix B).

At the October 7, 2003 meeting four of these committee members reported they had not received a mandate from their board or union membership to discuss the concept of a common collective agreement. The other four committee members had received an endorsement to pursue this idea from their board or membership. With respect to the second concept, all eight had received mandates from either their board or union membership to discuss a shared police services model.

At the direction of the Chair, the facilitator subsequently met with the mayor of each municipality, to update them on the committee's progress, provide information regarding the structural models under consideration, and give them an overview of the issues being discussed. The mayors were asked for their perspectives on their community's policing needs, and the constraints they were facing.

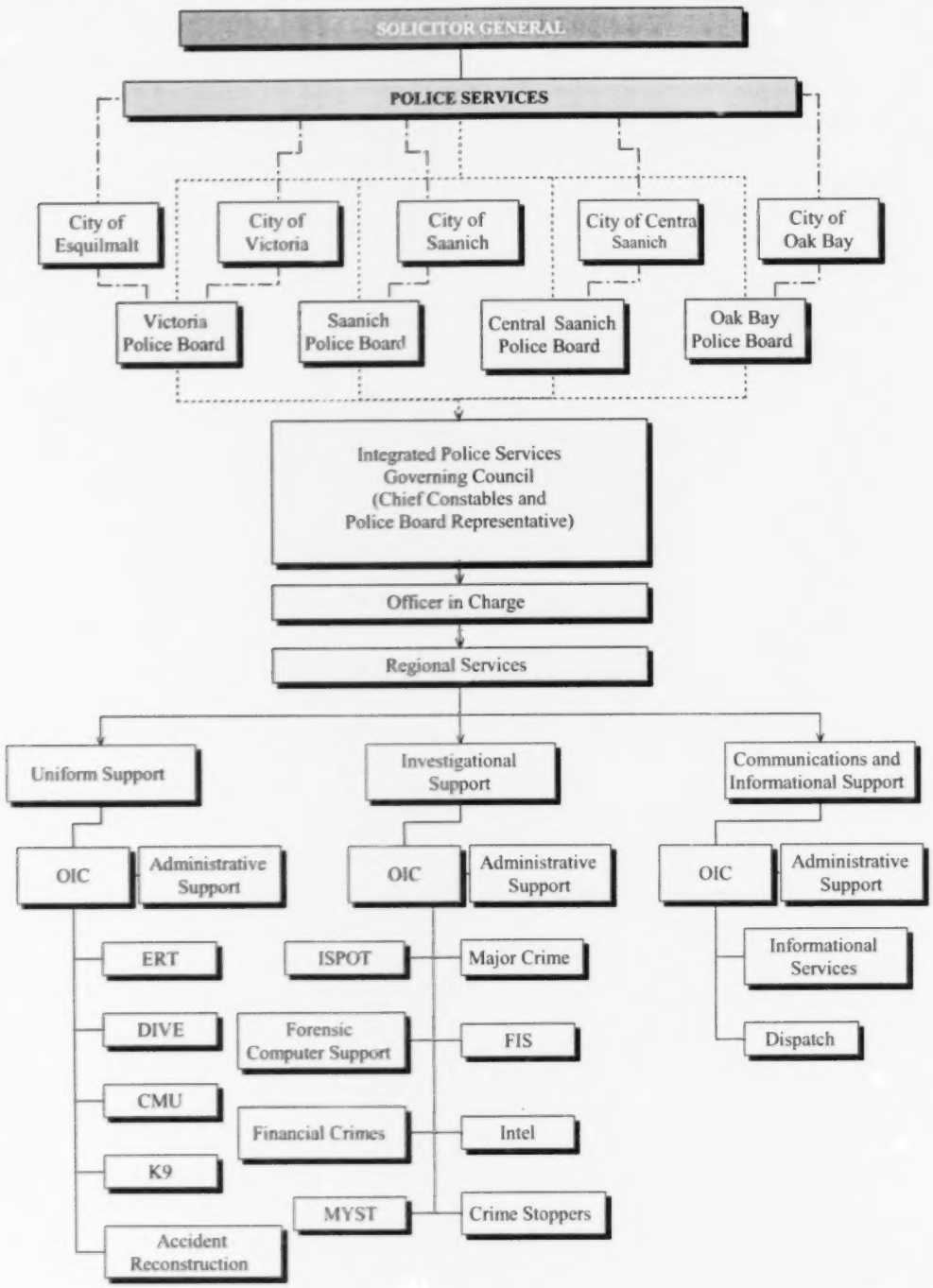
Subsequent meetings focused on identifying and discussing a variety of models for integrating services. Four possible options were narrowed down to the two models presented and analysed in this report.

Committee's Final Models

Some committee members acknowledged that the structural models discussed in this report may be interim steps towards further integration or amalgamation of the four municipal police departments, and that eventually there would be one police department serving the five municipalities of Central Saanich, Esquimalt, Oak Bay, Saanich and Victoria. It was the view of some committee members that amalgamation was not attainable at the present time because of a lack of political will to amalgamate police services. It was agreed that this is a political decision.

The two models being brought forward by the committee are similar pictorially but are functionally divergent in mandate, governance and command-and-control. Both models provide for some level of service integration and the possibility of future service expansion.

Model A


SOLICITOR GENERAL
POLICE SERVICES
City of Esquilmalt
City of Victoria
City of Saanich
City of Centra Saanich
City of Oak Bay
Victoria Police Board
Saanich Police Board
Central Saanich Police Board
Oak Bay Police Board
Integrated Police Services Governing Council (Chief Constables and Police Board Representative)
Officer in Charge
Regional Services
Uniform Support
Investigational Support
Communications and Informational Support
OIC
Administrative Support
OIC
Administrative Support
OIC
Administrative Support
ERT
DIVE
CMU
K9
Accident Reconstruction
ISPOT
Forensic Computer Support
Financial Crimes
MYST
Major Crime
FIS
Intel
Crime Stoppers
Informational Services
Dispatch

Model B

SOLICITOR GENERAL
POLICE SERVICES
OAK BAY POLICE BOARD
VICTORIA POLICE BOARD
SAANICH POLICE BOARD
CENTRAL SAANICH POLICE BOARD
INTEGRATED/REGIONAL BOARD
REGIONAL CHIEF
POLICE CHIEF
PATROL
POLICE CHIEF
PATROL
POLICE CHIEF
PATROL
POLICE CHIEF
PATROL
REGIONAL SERVICE
Uniform Support
Investigational Support
Communications and Informational Support
Support Service
OIC
Administrative Support
OIC
Administrative Support
OIC
Administrative Support
Human Resources
ERT
DIVE
CMU
K9
Accident Reconstruction
ISPOT
Forensic Computer Support
Financial Crimes
MYST
Drugs / Gangs
Traffic
Domestic/ Rape
Major Crime
FIS
Intel
Crime Stoppers
Severe Victimization Offenses
Property Crime
Surveillance
Informational Services
Dispatch
Finance
Admin Services
Media

Model A Overview

Model A provides for integration of selected specialty services that would be governed and controlled by a governing council (expanded joint management team of police chiefs and representatives from boards) Police policy and service delivery decisions would be made by the governing council.

The specialty areas would be directed by an officer in charge who would report to the joint management team. The day to day operations would be the responsibility of the officer in charge, while the joint management team would set out the policy and strategic direction.

This model would be similar to the present practice of seconding members to fill positions in the specialty areas. The model would also provide for easy transition since letters of understanding already exist between departments and can be used as models for future cooperative agreements.

The proposed integration under this model would not require legislative amendments, but would require some commonality in the four collective agreements with respect to payments, benefits and cross jurisdictional mobility.

The existing police departments would maintain the accountability and control of all policing functions including the specialty areas.

Model B Overview

Model B provides for a fifth regional police board that would house all of the specialty units. New legislation would be required to establish the board as the employer oversight body for this new police department providing specialized services across all jurisdictions.

The new regional police board would be composed of representatives from the four existing boards as well as new appointees. Ideally the chairs of the existing four police boards would be on the new regional board.

A fifth police chief would be hired to provide day to day management to the regional department. All full time positions on the new regional police department will be filled on a permanent basis. Part time positions would be filled on a secondment basis as is currently done.

The new regional police board would also be the employer of those police officers and civilian support staff permanently working for the new police department. The police officers would be covered by a regional collective agreement that would be negotiated with a newly certified regional union.

The existing police departments would only have accountability for, and control of community policing functions including patrol.

Committee Discussion On Risk Assessment

Public Confidence:

The committee regarded public confidence as a primary issue that any new model would need to address. It is believed that residents in lower Vancouver Island are generally supportive of integration of police services. As a result, both Model A and B would raise public confidence in policing to the extent that they can successfully integrate specialized police services. Public confidence would also be raised by the fact that dedicated patrols will continue to provide community police services within each municipality.

However public confidence may decrease somewhat since neither model provides for integration at the senior level of police management. In this regard comparisons may be made between these two models and the Victoria/Esquimalt amalgamation, and public opinion may be shaped by the success of that amalgamation. Alternatively, the public's confidence may also be impacted by their perception of how well the two models could handle multi-jurisdictional criminal activity, such as the missing women's investigation in the Lower Mainland.

Because these are models not seen anywhere else in the province, they may cause some confusion in the public.

The service delivery model would need to be explained to address issues such as:

- Who is responsible for policing in each community?
- What are the lines of communication between the public and police?
- How will the complaint process work?

Service Coordination:

Regardless of choosing Model A or B, the new regional service would require greater coordination than presently exists between any of the existing police departments. Both models would have to establish clear lines of authority and accountability for the service that is provided.

Both models would require enhanced operational information sharing between the local police forces and the integrated service. While both Model A and B incorporate vertical information sharing, they would have to ensure there was information sharing across all the police departments since the integrated specialized services would be serving the five municipalities. Special attention would need to be given to patrol at the local departments. Steps would have to be taken to ensure there is no loss of communication with officers at the street level who have day-to-day interaction with the community.

Since specialized services would be shared between the four police departments, service protocols would have to be established to set priorities for service when resources will not allow simultaneous or unlimited use.

Governance - Management:

In both Model A and B municipalities would have to agree to have specialized police services provided by another municipality. Governance of the integrated police service would be shared. Each municipality would have to agree to share responsibility for managing and setting policing priorities for the new integrated service.

Issues of liability would become an issue due to the blurring of functional lines and operational control among officers employed in the integrated services. An officer from one jurisdiction may be responsible for a function in another jurisdiction, resulting in confusion regarding liability.

Setting of direction and policy is another area that would need to be thoroughly clarified in both models. In Model A, the key issue is that there is sharing of governance but no clear understanding as to how priorities would be set. In Model B, the key issue is that new legislation will be required to provide the regional board with the authority to set regional direction.

Labour Relations:

The committee agreed that regardless of which model was chosen, it must address the issue of commonality in collective agreements. An important issue for the union, members and employers is the ability to provide opportunities for members in smaller departments to access specialized police positions in larger departments.

Under Model A, the issues around different 'add-on' pay would have to be addressed through some kind of common provision in each of the four collective agreements. The collective agreements would also be required to address the issues of mobility and transition to and from the seconded positions in the integrated service.

Model B would require a new collective agreement negotiated with the newly appointed Regional Board. The positions in the new department will be filled on a tenured basis, except for units such as Emergency Response Team, Crowd Management Unit and Dive Team, which will be filled on a seconded basis, as presently exists.

Finance:

There was agreement that the smaller departments will be required to pay for services that they are presently purchasing on a contract basis, or receiving free of charge. Overall it is anticipated that the cost of policing would increase in the smaller municipalities while the larger departments would experience a corresponding decrease in their police costs.

Even though the committee agreed there would be an increase in cost to the smaller municipalities, it is anticipated the mayors would have little appetite for a large cost increase in policing services.

Both Model A and B would require that a new funding formula be developed to allocate the costs of the integrated specialized police services in an equitable manner. There would necessarily be a redistribution of costs and possible increases in police costs in Oak Bay and Central Saanich.

Next Steps

Since the committee was unable to reach consensus on and recommend a single model, it is proposed that:

1. The Solicitor General meet with the mayors of the affected municipalities to discuss the report and future activities; and,

2. An in-depth comparative analysis be considered, to assess each models' viability in the following key areas:

   - Finance
   - Operational
   - Administration
   - Human Resources
   - Governance

Appendix A

Order in Council

PROVINCE OF BRITISH COLUMBIA

ORDER OF THE LIEUTENANT GOVERNOR IN COUNCIL

Order in Council No. - 0767 Approved and Ordered JUL 24 2003

Lieutenant Governor

Executive Council Chambers, Victoria

On the recommendation of the undersigned, the Lieutenant Governor, by and with the advice and consent of the Executive Council, orders that the Central Saanich, Oak Bay, Saanich and Victoria Police Force Integration Planning Order is made

Minister of Public Safety and Solicitor General

Presiding Member of the Executive Council

(This part is for administrative purposes only and is not part of the Order.)

Authority under which Order is made:

Act and section: Prerogative

Other (specify):

July 22, 2003

Read 946Y/2003/06

Appendix A (continued)

THE CENTRAL SAANICH, OAK BAY, SAANICH AND VICTORIA POLICE FORCE INTEGRATION PLANNING ORDER

1 A planning committee is established, composed of

Kevin Begg, chair

Chief Constable Ben Andersen

Chief Constable Paul Battershill

Don Bland

Ronald Coull

Chief Constable Derek Egan

Chief Constable Paul Hunter

Ronald Lou-Poy

Reginald F. Mooney

Mike Nedzelski

Dillon Sahota

2 The planning committee established under section 1 shall

(a) develop a detailed model for

(i) integrating specialized policing and law enforcement services currently provided by Central Saanich, Oak Bay, Saanich and Victoria police departments, and

(ii) providing dedicated community policing patrols and school liaison programs in each of the jurisdictions served by the Central Saanich, Oak Bay, Saanich and Victoria police departments,

(b) develop an implementation plan for the model in paragraph (a), and

(c) make recommendations to the Minister of Public Safety and Solicitor General respecting the integration of policing and law enforcement currently provided by Central Saanich, Oak Bay, Saanich and Victoria police departments.

3 The planning committee shall present, on or before November 30, 2003, the model, implementation plan and recommendations required under section 2 to the Minister of Public Safety and Solicitor General and to the Mayors of Central Saanich, Esquimalt, Oak Bay, Saanich and Victoria.

Appendix B

Concepts To Be Endorsed Document

CENTRAL SAANICH, OAK BAY, SAANICH AND VICTORIA POLICE FORCE INTEGRATION PLANNING COMMITTEE MEETING

At the Sept. 10, 2003 committee meeting, agreement was reached on the following:

That chief constables and union representatives for each police force would seek, from their respective boards or membership, a mandate to investigate:

1. **a common collective agreement**
2. **a shared service.**

The committee is asking this: is the concept deemed as one reasonable to explore? It is an investigation of a model.

COMMON COLLECTIVE AGREEMENT

A collective agreement outlines the process to facilitate and govern human resources.

A primary principle of independence is that four employers will be maintained under one common collective agreement.

A common collective agreement would address:

- mobility
- seniority and benefits
- the processes

It would be based on:

- access
- equity
- full mobility

A common collective agreement would create pools of employees upon which departments are able to draw.

Appendix B (continued)

SHARED SERVICE MODEL

Shared service model -- stand-alone police forces housing a specialized service that is regional to all other departments

It would address:

- governance
- accountability
- duplication of resources (people) and of equipment (capital costs)
- inefficiencies in service delivery
- funding – how will it be done?

It would be based on:

- practicality
- ability
- expertise
- logic

DESIRED OUTCOME

If consensus is eventually reached on a model for regional services, that model would be provided to the Chair of the Police Force Integration Planning Committee.The Chair would then submit the proposed model to the Solicitor General for his review and eventual decision.

Appendix C

RISK ASSESSMENT – Members' Submissions

Committee members were requested to consider the positive aspects and the challenges presented by both models under the following headings:

- Public - perception/issues/confidence
- Service Coordination
- Governance/Management - Operational Control
- Labour Relations
- Finance (capital, resource management, etc)

The following points were submitted by individual committee members, and represent their personal opinions. These views were not endorsed by the committee as a whole.

To ensure a full analysis, members were asked to identify the positives of the model they supported, and the challenges facing the model they did not support.

These are their submissions:

PUBLIC - PERCEPTION/ISSUES/CONFIDENCE

MODEL A POSITIVES

- Current strong support enjoyed by local police transferred to integrated services that remain subordinate and accountable to local police.
- Local police chief remains locally responsible and accountable for all local policing whether service provided by local police assets or regional integrated policing units
- Local Chief, Police Board and Council remain responsible for policing of municipality in accordance with existing legislation.
- Public confidence likely to be undiminished and perhaps strengthened when integration is seen as giving police improved capability.
- Any attempt to merge police services will be seen as positive by the majority of business people and probably by the citizens of Greater Victoria.
- Public will see the integration of services as beneficial to them perhaps even reducing cost and taxes.

MODEL A CHALLENGES

- Might be seen as 'not enough' in view of current criminal activities
- Recent poll indicates high level of confidence now
- Local public poll shows 75 per cent favor amalgamation/regionalization
- Concept of regionalization on a broad scale already in the minds of the public – makes no sense to adopt a minor step.
- Public may have concerns about who to contact about services.
- Nobody knows who is responsible for what, when there are four chiefs telling the Officer in Charge what to do. The OIC is in an intolerable situation.
- Who does the public approach with a complaint? – the employer of the police officer, the person in charge where the incident took place, the Officer in Charge of the integrated department, the overall OIC, or the officer's home chief?
- Who disciplines an officer? – the employer, the four chiefs, the OIC or the officer in charge of the integrated department or the officer's chief?
- How confident can the public be of decisions made or actions taken by an officer when that decision or action can be questioned by not only a chief who is not the officer's chief or a board or a municipality who is not that officer's employer?
- Four chiefs and four boards to make decisions do not encourage public belief in the possibility of swift decisions.

MODEL B POSITIVES

- The public knows who they are dealing with, and who to approach.
- The Regional Police Board is the sole body in control
- There is only one employer.
- The Regional Police Board appoints the officers in charge.
- Only one entity is responsible for a tort that is committed by any of its designated constables or enforcement officers in the performance of that person's duties.
- Only the board and its chief operating officer are in charge of complaints.
- Discipline issues are under only the board and its chief operating officer
- The public knows matters can be dealt with swiftly.

MODEL B CHALLENGES

- Removal of responsibility of certain policing functions from local control could lead to perception that local police lack training, ability, or expertise.
- This could undermine public confidence in jurisdictional Chief, department, and officers and create a perception of a two tiered policing profession - professional police specialist and patrol security officers.
- This could foster an elitism that would lead to disharmony and the creation of silos between specialized Police Department and generalist local police.
- Downtown Victoria business community will respond negatively, they want to see more police in the streets. The fifth police force for special services will not guarantee this.
- General public will likely say they want a merger of police services, not another subdivision of the system.'
- Public may perceive the establishment of a fifth police force as further layer of bureaucracy and costs.

SERVICE COORDINATION

MODEL A POSITIVES

- Standards, staffing, division of responsibilities, chain of command, etc achieved through a charter that directs, and is articulated in, operational policies and procedures. This would encourage a regional perspective of policing and commitment to resourcing.
- At a philosophical and fundamental "street" operational level, the geographical police department retains overall authority and responsibility for policing within jurisdiction with the regional service acting in a support service role.
- Ultimate authority lies with those with ultimate responsibility. For example, as now, the authority to deploy ERT, or request FIS, Traffic reconstructionist, K9 etc lies with the jurisdictional authority, how that unit functions in terms of SOPS (standard operating procedures) and administrative matters lies with unit, and unit command staff. This relationship and division of responsibility fosters greater respect and cooperation.
- Maintains synergy of vertical integration, while improving horizontal integration.
- Specialized investigation units rely upon street level information and support of local jurisdictional generalist police officers -- prevents development of "silos" between specialized services and local services.

MODEL A CHALLENGES

- Decisions would require an inordinate amount of time. The OIC's decision would be subject to being overruled by four chiefs, which then could still be overruled by four police boards, which may still be overruled by the four or five municipal councils. Dispute resolution processes at each stage could further clog the process.
- Creates more barriers as the plan is to have a small integrated unit and maintain local services almost at their current staffing.
- The current lack of communication is not addressed.
- Duplication of service continues on an even larger scale.
- No efficiencies of scale i.e. human resource functions, and asset acquisitions.
- In terms of an efficient delivery of service worse than the current situation.
- Concept for Major crime unit is inadequate as has no support such as surveillance etc.

SERVICE COORDINATION

MODEL B POSITIVES

- Decisions dealing with service coordination can be made quickly as it would only involve one chief and one board.

MODEL B CHALLENGES

- Who is responsible for what
- Who is accountable to whom
- Requires new legislation to delineate division of authority and responsibilities
- Specialized services accountable to own OIC and Board not local authorities
- Service delivery is fractured along functional lines where there may be considerable overlap
- Specialized services becomes visiting police force that needs to elicit support from local jurisdiction
- Leaves a service delivery void at smaller departments which may create funding issues and some duplication
- Jurisdictional problems if a fifth police department (without boundaries) is activated. Police department personnel will be in conflict frequently.
- Incredibly compounded if personnel forming the fifth police department are spread throughout the various headquarters.

MODEL A POSITIVES

- Governance consistent with existing legislation
- Responsibility for policing lies with Municipality, exercised through Police Board and police Chief. Regional services OIC responsible to governing body of Chiefs and Board chairs who provide link back to individual police boards and Municipalities and retain responsibility for the collective policing function to each of their communities
- Existing legislated responsibilities/authorities remain -OIC provides clear chain of command to governing body.
- Make up of governing body provides linkage to chiefs, municipal Police Boards/Municipal councils.
- Specialized services in support role subordinate to responsible jurisdictional police department, preserving existing legislated responsibilities/authorities -individual PDs could delegated.
- Because the OIC will be accountable to the Chiefs and boards, there should be minimal problems at the operational level.

MODEL A CHALLENGES

- Contemplates as its main objective – maintaining power and control for the four Chiefs.
- Decisions would require an inordinate amount of time. The problems with process for dispute as outlined in 'Service Coordination' above also apply to Governance/Management- Operational Control.
- Operation decisions are hard to come by due to the bureaucracy. Managing by consensus is impossible – too many 'bosses' leaves perception no one is clearly in control.
- The OIC has limited authority.
- Members doing the work lack confidence in the Joint Management Team to make decisions based on operational need rather than parochial protection.
- This model has been shown to be unworkable in past experience and members have personal experiences that have convinced them this is unworkable.
- Members' loyalties and focus lie outside the organization so the function always comes second at best, thus no cohesiveness.
- Members can be pulled out at any time in times of shortages.

GOVERNANCE/MANAGEMENT - OPERATIONAL CONTROL

MODEL B POSITIVES

- Decisions can be made quickly as it would only involve one chief and one board.

MODEL B CHALLENGES

- Requires new legislation
- New entity, regional board, and Chief must hold a public accountability -how is functional jurisdictional authority and responsibilities of Municipalities, Departments, Boards, Chiefs and Officers delineated?
- Should a fifth police department be created, operational issues will be jurisdictional problems and conflict with other police personnel.

LABOUR RELATIONS

MODEL A POSITIVES

- No new legislation required does not require the formation of a new police association and/or employer
- Existing collective agreements retained
- Opportunity to improve existing agreements
- Preserves existing legal relationships between employees and employer
- Preserves positive existing relationships between employees and employer
- Provides enhanced opportunities for members of smaller departments
- Preserves benefits of member development through secondment and bringing that benefit back to the parent police department

MODEL A CHALLENGES

- Four different Unions with four different contracts trying to represent workers in the same job and function is confusing.
- The secondment model cannot work inside an integrated department in Victoria. Presently the secondment model is only used to assist another municipal police department in its investigation. The police department which requests the assistance is still in charge of the investigation and pays for the assistance given by the department with the specialized service.

- The department giving the assistance does not hire, train or have any jurisdiction over any police officer who works for any other police department.
- In the secondment model, who is the officer's boss? Who decides when he must leave when there is disagreement?
- Unless there is just one collective agreement, unions would always protect their own union members first for specialized jobs.
- While wage rates are similar how they are arrived at are different.
- Different rank structure and different compensation in a number of areas..
- The application and investigation of discipline matters are different between departments, this will cause problems.
- Who is the disciplinary authority?
- Little or no opportunity for participation from the smaller departments.
- No opportunities for lateral movement
- Lack of opportunity for promotion and progression

LABOUR RELATIONS

MODEL B POSITIVES

- One collective agreement to deal with instead of four.

MODEL B CHALLENGES

- Requires new legislation to create a new employer
- New collective bargaining unit must be created, and new collective agreement must be developed
- Staff may or may not come from existing police specialized units -- hiring could be from "outside " agencies
- Should specialized department be unable to provide a service "work to rule" there is no redundancy
- Requires new identity
- Part-time resources governed by one collective agreement but operating under new agreement.
- Could reduce opportunities for other members, unless there is a method in place to compel members to go to another employer upon completion of tenure.

- Members are required to resign from home department -- may reduce number of qualified personnel applying for new entity, who may have significant concerns about the future when they wish to leave specialized services.

FINANCE (CAPITAL, RESOURCE MANAGEMENT, ETC)

MODEL A POSITIVES

- Specialized section identified through "business case" process ensuring decisions based upon actual and verifiable effectiveness, efficiencies, and economies
- Potential to reduce costs through removal of redundancies, duplication, and economies of scale
- Business process allows controlled approached to increased infrastructure costs
- Allows some control in moving to single highest level denominator contract
- Permits an fair and equitable sharing of costs for regional specialized services by all users

MODEL A CHALLENGES

- Decisions would require an inordinate amount of time. The problems with process for dispute as outlined in 'Service Coordination' apply under Finance as well.
- In difficult financial times, this Unit would be the first to be cut.
- Disputes will arise over assets

FINANCE (CAPITAL, RESOURCE MANAGEMENT, ETC)

MODEL B POSITIVES

- Decisions about finance can be made much quicker as only one board has to be involved in settling budget, capital resource management etc. for the integrated departments and the proportionate share of each municipality.
- If any one or more of the municipal councils should disagree, the disagreement may be resolved by a procedure for dispute resolution subject to sections 15 and 17 of the Police Act, where the Director of Police Services can intervene.

MODEL B CHALLENGES

- Requires new legalization
- How will local municipal council be held accountable for specialized policing costs?

- How will local councils exercise any control over specialized policing costs?
- All specialized policing functions (everything but patrol and community services) moved to new department without any considered analysis of effectiveness, efficiencies, or economies
- A large specialized independent police department will incur additional administrative and infrastructure costs.
- A new collective agreement of specialist will start compensation at the highest common denominator
- Significant costs to smaller departments

GENERAL/MISCELLANEOUS

MODEL A POSITIVES

- The secondment Model A would facilitate future integration with other agencies i.e. RCMP.
- Provides an evolutionary process allowing for the addition of services and functions when required
- A positive way of merging diverse policing cultures
- Ease of implementation
- Incremental and therefore increased cost and infrastructure controllable
- Greater degree of buy in -based largely on past practice and experience

MODEL B POSITIVES

- Legislative changes to the Police Act may not be required for Model B to be implemented if pursuant to section 18 of the Police Act, all of the municipalities applied for a designated law enforcement unit and all of the chief constables endorsed the application.

MODEL B CHALLENGES

- Redefining of existing foundational policing principles respecting authority, responsibilities and accountabilities.
- Requires a detailed assessment prior to implementation considering needs, benefits and financial impact.
- Would see all employees except those in Uniform support with a new contract but leave uniform support in existing Associations which may become problematic.
- Not supported by majority of area politicians

- Extremely costly
- Not accountable to other chiefs - power struggles are inevitable
- Revolutionary process which is extreme, and if poorly executed could create further fragmentation
- Does not honor organizational, community and individual values
- Lengthy implementation
- Looks a lot like amalgamation

MODEL A and B CHALLENGES

- In both models, the downtown Victoria business community and citizens coming downtown will continue to be dissatisfied with street loitering, begging and unruliness by some street people.
- Neither model meets the growing public opinion that all police departments should be merged into one unit to improve police and reduce perceived growing problems on the street.

Appendix D

Members' Comment Forms

Some committee members submitted personal comments which are included as part of the final report.

CENTRAL SAANICH, OAK BAY, SAANICH AND VICTORIA POLICE FORCE INTEGRATION PLANNING COMMITTEE

ADDENDUM TO COMMITTEE REPORT

Nov. 28, 2003

COMMITTEE MEMBER NAME: Ron Lou-Poy

COMMITTEE MEMBER COMMENTS:

My observations are as follows:

1. The fact there was no consensus is no fault of the facilitator.

2 To have only one chief and only one union for the integration special services is the biggest hurdle

3 Any new committee to be struck in the future should not only be impartial but also appear impartial. Any new committee should therefore exclude all members of the present committee except for the Chair who has been neutral throughout

CENTRAL SAANICH, OAK BAY, SAANICH AND VICTORIA POLICE FORCE INTEGRATION PLANNING COMMITTEE

ADDENDUM TO COMMITTEE REPORT

Nov. 27, 2003

COMMITTEE MEMBER NAME: **Chief Constable B. Andersen, Oak Bay Police Department**

COMMITTEE MEMBER COMMENTS:

Regrettably our committee was unable to reach consensus on one model of Integrated Policing services for the greater Victoria area. I am strongly opposed to Model B, which would see the establishment of an independent police agency mandated to deliver specialized policing services in the region. In my opinion the addition of a stand alone police agency in the Victoria Region would not lead to an enhanced delivery of such services to the citizens we serve and additionally would be extremely costly. I do however support Model A which could be implemented with relative ease and expanded as the need anses with the possible eventual inclusion of RCMP members.

Although the comments reflected in the Risk Assessment portion of this report are strictly the opinion of various members of the committee, it is my view that some of the statements are unqualified and I would caution that they should be considered in that context.

Currently in the Victoria region the police do enjoy several areas of solidified integration with the most recent being the implementation of CREST and BCPRIME. I am confident that through mutual respect and cooperation such integration can and will continue to evolve.

CENTRAL SAANICH, OAK BAY, SAANICH AND VICTORIA POLICE FORCE INTEGRATION PLANNING COMMITTEE

ADDENDUM TO COMMITTEE REPORT

Nov. 27, 2003

COMMITTEE MEMBER NAME: **Chief Derek Egan**
Saanich Police Department

COMMITTEE MEMBER COMMENTS:

This report represents an overview of the collective opinion of the committee members. It does not, however, represent a single collective consensual opinion. Two divergent models have emerged. The two models presented, while pictorially similar, are philosophically polarized.

Model A sees regionally integrated specialized police services supporting existing jurisdictional departments through the use of seconded members, with jurisdictional police departments and police boards continuing to hold authority, responsibility, and accountability for police service delivery within its jurisdiction in accordance with current legislation and Canadian Policing practice. It is based upon, and an extension of, integrated police operations currently existing in the region, the Province, and the country.

Model B advocates the creation of a fifth independent police department in the region with unique authorities and responsibilities based upon function. It would hold exclusive responsibility in these functional areas and be accountable to an, as yet, unidentified governance body, and public entity. Such a model is contrary to current legislation and Canadian policing practice, and arguably could create additional informational and operational silos.

It must be noted that each model has its supporters and detractors and, accordingly, the risk assessments contained in this report demonstrate these biases. Indeed, they are largely subjective, prone to editorializing, and not supported by any presented quantitative or qualitative analysis. As such, they must be viewed with caution.

To conclude, I wish to thank Police Services and my colleagues on the committee for their sincere efforts in this enterprise. I believe we are all better informed of a respective interest and well placed to move forward in those areas of consensus.

CENTRAL SAANICH, OAK BAY, SAANICH AND VICTORIA POLICE FORCE INTEGRATION PLANNING COMMITTEE

ADDENDUM TO COMMITTEE REPORT

Nov. 28, 2003

COMMITTEE MEMBER NAME: **Chief Paul Battershill, Victoria Police Department**

COMMITTEE MEMBER COMMENTS:

Although the Committee has worked diligently over the past 11 weeks, there remain concerns that neither model effectively addresses integration outcomes as they relate to better coordination or elimination of duplication. I have some concerns that either model could produce less effective police services if implemented poorly.

My impression in terms of timing is that we are simply at a point where the impetus for this major change may still be a few years away. Having said that, I am disappointed that we could not reach consensus at this point in time.

In terms of real progress, PRIME BC is about to become a reality on the Lower Island and the electronic sharing of police information will be the single most important police integration initiative by far. In addition, PRIME BC provides police officers with the proper technology tools they need to serve the public effectively.

Any future discussions of police integration need to be guided solely by the public interest in the form of a desire to improve the delivery of police services while at the same time providing officers with an opportunity to advance professionally in their careers.

CENTRAL SAANICH, OAK BAY, SAANICH AND VICTORIA POLICE FORCE INTEGRATION PLANNING COMMITTEE

ADDENDUM TO COMMITTEE REPORT

Nov. 27, 2003

COMMITTEE MEMBER NAME: **Chief Constable Paul Hames**
Central Saanich Police Department

COMMITTEE MEMBER COMMENTS:

The attached report represents a cross-section of the matters canvassed and discussed by the committee. Despite the lack of consensus on a specific model, I am confident that the parties approached their participation in the committee forum from the perspective of enhancing the level of public safety within the Capital Regional District

From my perspective as a committee member and Chief Constable, I am of the opinion that model A is the appropriate vehicle to achieve the objectives of the Minister to enhance information sharing and the ability to respond to cross jurisdictional crime. In my respectful opinion, this model has the greatest potential for success both in terms of ease of implementation as well as public acceptance. More importantly, model A is reflective of the collaborative and cooperative relationships which CRD municipal police agencies have enjoyed for many years as evidenced most recently by the pending implementation of BC-PRIME within the region. Further, I believe the model is the appropriate and natural evolution of more coordinated policing allowing for a prudent, consultative and evolutionary process for the enhancement of the delivery of policing within CRD.

Finally, while philosophical differences and challenges among the parties remain, such differences do not in my mind detract from the very beneficial process of critically examining the issues in an open and respectful manner. In my view, this type of open and frank debate is a necessary and healthy aspect of the change management process. I therefore look forward to a future opportunity to pursue the enhancement of policing through an open and collaborative approach to the integration of specialized services.

CENTRAL SAANICH, OAK BAY, SAANICH AND VICTORIA POLICE FORCE INTEGRATION PLANNING COMMITTEE

ADDENDUM TO COMMITTEE REPORT

Nov. 27, 2003

COMMITTEE MEMBER NAME: **Don Bland,**
Victoria Police Association

COMMITTEE MEMBER COMMENTS:

I base my brief comments on a 30 year career in policing which has been 100% operational, and the same period of time, living and working within the police culture. Also having been involved in the "Regionalization" of police service for close to three years and on the OIC committee for the Esquimalt / Victoria amalgamation, I feel well qualified in reaching the following conclusions

The "Seconded" model as proposed is a re-invention of an already failed way of delivering service, and managing police resources. The model does nothing to address the important issues of enhanced service, removal of redundancies and communication barriers, and improved career opportunities for police members. In my opinion this model is worse than what is currently in place.

The "Independent" regional model goes much further in centralizing the specialized services and operational support aspects of the delivery of service. This model however is still not without its problems in that there are still the jurisdictional and power struggle problems. The problem as I see it here is that there is no authority granted to the "regional service" to be the one which delivers the service

As a final note I would like to say that it is my strongly held belief that the best delivery of service model for the Victoria area is a single Police force. This, nor anything close to it, will ever be achieved while the decisions are being made by local Chiefs, and based on political agendas.

Public safety decisions should be made in the interest of public safety, not self interest and political agendas.

CENTRAL SAANICH, OAK BAY, SAANICH AND VICTORIA POLICE FORCE INTEGRATION PLANNING COMMITTEE

ADDENDUM TO COMMITTEE REPORT

Nov. 27, 2003

COMMITTEE MEMBER NAME: **Mike Nedzelski, Saanich Police Association**

COMMITTEE MEMBER COMMENTS:

This report represents a significant amount of work by all committee members.

Model 'A' integrates those areas that would see a gain in efficiencies or have a significant capital cost. As more areas are identified in the future, they can easily be added to the list of integrated services. A natural balance will occur as the needs and demands of the public are met. The supporters of both models all agree those services listed under Model 'A' should be integrated.

The Saanich Police Association does not support a model that integrates all services except patrol and the creation of a new police department.

CENTRAL SAANICH, OAK BAY, SAANICH AND VICTORIA POLICE FORCE INTEGRATION PLANNING COMMITTEE

ADDENDUM TO COMMITTEE REPORT

Nov. 28, 2003

COMMITTEE MEMBER NAME: **R. F. Mooney**

COMMITTEE MEMBER COMMENTS:

In My Opinion

Despite inability to reach consensus on one model for the delivery of specialized police services throughout the 5 municipalities involved in the process, I believe significant agreement was achieved on many of the issues. Participants agreed that most specialized services should be integrated to eliminate communication lapses, duplication of costs, and deliver a more seamless service to police departments and the community Governance was the basic point of difficulty.

Proponents of Model "A" preferred the secondment model for ease of implementation and the ramping up of cost of the services on a staged basis. Proponents of Model "B" preferred the 5th police department model because it offered clearer lines of responsibility and authority within the unit. Both models have similar developmental problems in terms of working within the community, relating to councils and other police agencies, which would require considerable liaison at the outset of the specialized services initiative, no matter the model finally selected for implementation. (Assuming one might be selected for implementation.)

Proponents of Model A	Proponents of Model B	Not certain
Chief D. Egan	Chief P. Battershill	Cst. D. Sahota
Chief B. Andersen	Sgt. D. Bland	
Chief P. Hames	Sgt. R. Coull	
Sgt. M. Nedzelski	R. Lou-Poy	
R. F. Mooney		